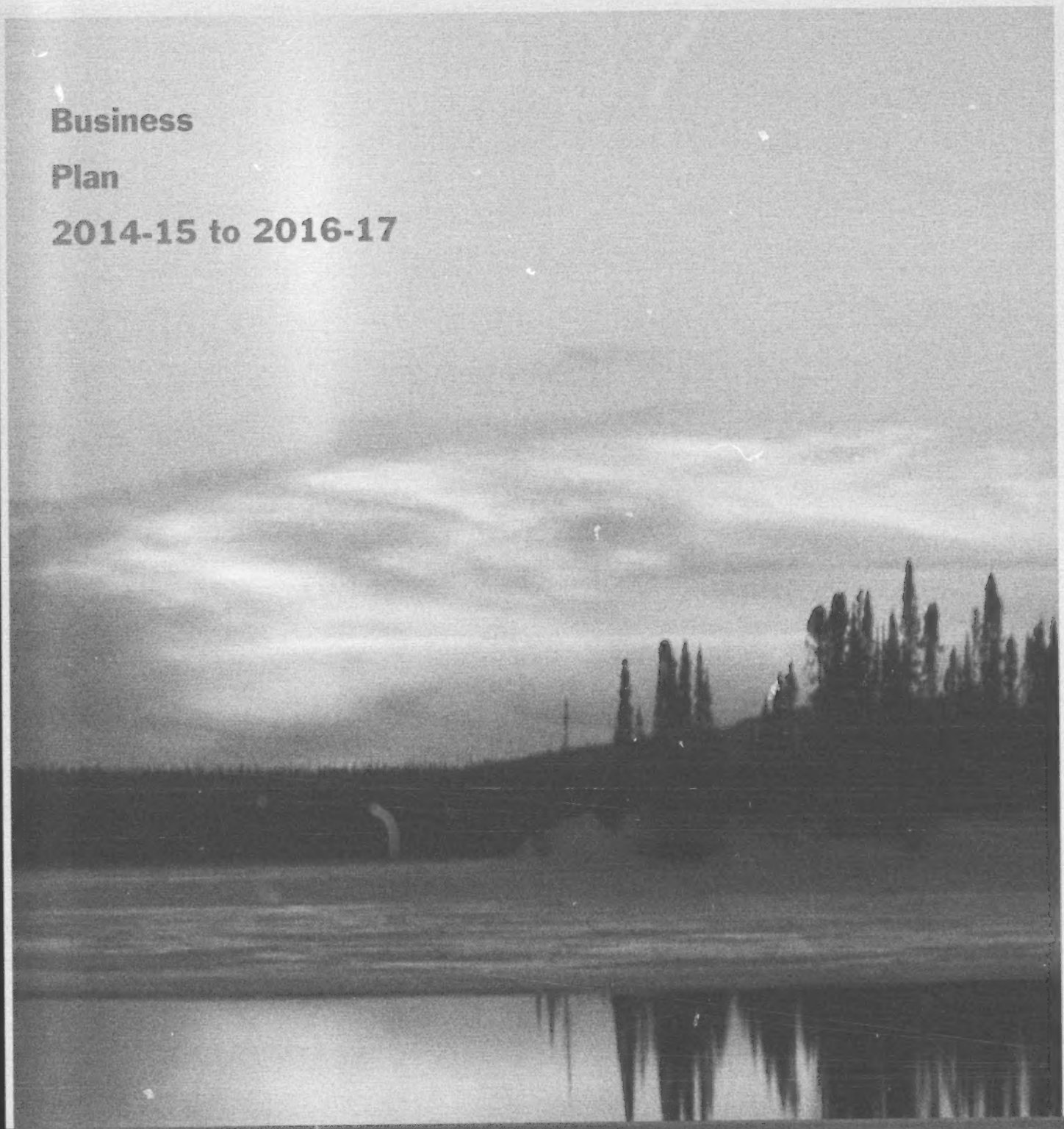
Business Plan 2014-15 to 2016-17



Newfoundland Labrador

Labrador and Aboriginal Affairs

Front Cover Photo:

Shabogamo Lake, Labrador

MESSAGE FROM THE MINISTER

I am pleased to present the business plan for the Labrador and Aboriginal Affairs Office. This plan specifies the initiatives upon which the Labrador and Aboriginal Affairs Office will focus for the fiscal years 2014-15 to 2016-17. It provides an overview of the entity and indicates key goals and objectives to be accomplished during this period.

The vision of Labrador and Aboriginal Affairs' Office is of a strong and vibrant Labrador; Aboriginal people who are empowered to pursue their aspirations; and a diverse, inclusive, prosperous province, where all people have the opportunity to achieve their hopes, and contribute to their communities, regions, and the province.

In consideration of Government's strategic directions to enhance economic and social development in Labrador and strengthen relations with Aboriginal people, governments and organizations, and the mandate and financial resources of the Labrador and Aboriginal Affairs Office, issues have been identified as the key priorities of the Minister for the next three years. Outcomes of these directions include enhanced economic and social development in Labrador and for Aboriginal people in the province. This may require systematic intervention by the entity in areas such as: increased accessibility for the residents of Labrador, communications, Labrador stakeholder collaboration, economic and social development, Provincial Government policy reflecting Labrador interests, guidelines for the Aboriginal Consultation Policy, negotiation and implementation of land claims, self-government and other agreements, implementation policy, land use plan for the Labrador Inuit Settlement Area and Provincial Government Policy, programs and services reflecting Aboriginal interests.

As the Minister responsible for the Labrador and Aboriginal Affairs Office, I am accountable for the preparation of this plan, and for the achievement of the goals and objectives pertaining to this office.

Nick McGrath, M.H.A. Labrador West
Minister Responsible for Labrador and Aboriginal Affairs

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Organizational Structure and Location

Labrador and Aboriginal Affairs Office (LAAO) has two branches, Labrador Affairs and Aboriginal Affairs. Labrador Affairs focuses on the economic and social development of Labrador by ensuring the unique perspectives of Labrador are considered in the formulation of Government policy and in the delivery of provincial programs and services in Labrador. Aboriginal Affairs focuses on a principle-based relationship with Aboriginal people, characterized by mutual respect, which is the foundation for sound Government policies and programs, vibrant and prosperous Aboriginal communities, and proud Aboriginal people.

LAAO has offices in Happy Valley-Goose Bay, Labrador West and St. John's. As of April 1, 2014, LAAO consisted of 22 employees (8 male and 14 female) and 1 vacant position. The tentative budget for LAAO, as provided in the Government's 2014-15 estimates, is $3,829,100.

Mandate

The mandate of the Labrador and Aboriginal Affairs Office builds on the departmental notice under the *Executive Council Act* and is as follows:

a) advance the social and economic development of Labrador and of the Aboriginal people in the province;

b) co-ordinate and develop policies and programs relating to Aboriginal issues and issues affecting Labrador;

c) to provide advice to discharge any Aboriginal duty of consultation which may rest upon the Provincial Government;

d) provide public information on Aboriginal matters;

e) support the exchange of information between Government and residents of Labrador on issues affecting Labrador;

f) work with the Federal Government respecting Labrador and Aboriginal issues;

g) negotiate and ensure the implementation of land claims, self-government and other agreements related to Labrador and Aboriginal issues;

h) consider the unique interests of the various regions of Labrador in developing and implementing programs, policies and services; and,

i) develop and administer Labrador specific programs and services for which the office is responsible.

Lines of Business

1. Policy, Programs and Planning

In accordance with its mandate, LAAO is responsible for the development, implementation and administration of provincial policies and programs respecting Labrador and Aboriginal issues.

LAAO aims to ensure that provincial policies, programs and services consider the cultural concerns of the Aboriginal Governments/organizations in the province, and Labrador related issues, mainly via the provision of advice to provincial departments and agencies and participation in provincial horizontal initiatives.

LAAO strives to develop a focused approach to Government's service delivery in Labrador and to Aboriginal people, and demonstrate Government's commitment to support Labrador issues through the administration of Labrador specific programs for which LAAO is responsible, including:

- Air Foodlift Subsidy;
- Labrador Transportation Grooming Subsidy;
- YC Grant(Youth Conference); and,
- Combined Councils of Labrador funding.

2. Land Claims, Self-Government and Other Agreements

The Labrador and Aboriginal Affairs Office represents the province in tripartite negotiations among the Provincial Government, Federal Government and Aboriginal Governments / organizations towards land claims, self-government, devolution and other agreements. LAAO is responsible for the implementation and management of these agreements.

3. Aboriginal Consultation

LAAO provides leadership and advice with respect to any duty to consult Aboriginal Governments / organizations that may be owed by the Provincial Government. Government has updated its Aboriginal Consultation Policy on Land and Resource Development Decisions. This Policy can be found on LAAO's website at: http://www.laa.gov.nl.ca/laa/publications/aboriginal_consultation.pdf.

4. Coordination, Collaboration and Advocacy

LAAO is mandated to advance social and economic development of Labrador and of Aboriginal people in the province. This is achieved through coordination and collaboration of Labrador and Aboriginal related initiatives. LAAO collaborates with Aboriginal governments and organizations, Provincial Government departments/entities, federal and municipal governments and industry organizations to advance economic and social development of Labrador and of Aboriginal people. LAAO often takes a

prominent role on Labrador focused committees such as the Senior Officials Working Group on Lower Churchill Impacts on the Town of Happy Valley-Goose Bay and the Labrador West Regional Task Force.

LAAO liaises with other northern ministries and assists in the management of intergovernmental relations on Labrador/northern issues, such as the Northern Development Ministers Forum. It also participates in inter-jurisdictional working groups and committees, including with National Aboriginal Organizations, to advance Aboriginal interests.

LAAO advocates for the Federal Government to discharge its Constitutional responsibility to all Aboriginal people in the province, in particular by providing all Aboriginal people access to the full suite of federal programs and services to which they are entitled.

Values

The Labrador and Aboriginal Affairs Office will focus on five core values while carrying out its business plan over the next three years. Employees should focus their efforts on these fundamental standards during this planning cycle.

Each Employee...

Professionalism

... will use all their knowledge, experience and expertise to provide the highest quality advice, analysis and service in a courteous and timely manner.

Diversity/Inclusiveness

... will treat people with respect, dignity and sensitivity, and will recognize the importance of diversity; encourage inclusiveness in the workplace; and respect the characteristics that make individuals unique.

Initiative

... will endeavour to be proactive in addressing issues and developing innovative solutions to address existing and future interests and concerns of those we serve.

Consultation

... will be supportive to those whom we serve and each other, and will seek knowledge and opinions of others, including Aboriginal Governments and organizations, regional organizations, municipal governments, stakeholders, and entities, when developing advice, policy and positions.

Accountability

... is committed to reviewing their performance to continuously improve quality of service; is committed to the responsible engagement of others in the public service of the government; and is cognizant of responsible use of fiscal resources.

Primary Clients

The clients of the Labrador and Aboriginal Affairs Office include:

- The people of Newfoundland and Labrador;
- Labrador residents, communities and groups;
- Inuit, Innu, Mi'kmaq, and members of the NunatuKavut Community Council, Inc., and their representative Aboriginal Governments/organizations;
- The Provincial Government and its departments /agencies /boards /commissions; and,
- The Federal Government and its departments /agencies /boards /commissions.

Vision

The Labrador and Aboriginal Affairs Office vision is of a strong and vibrant Labrador, Aboriginal people who are empowered to pursue their aspirations, and a diverse, inclusive, prosperous province, where all people have the opportunity to achieve their hopes, and contribute to their communities, regions, and the province.

Trans Labrador Highway, Phase I

Mission

The Mission Statement identifies the priority focus area of the Minister. It represents the key longer-term result that the Minister and LAAO will be working towards as they move forward on the strategic directions of government to advance the social and economic development of residents of Labrador and Aboriginal people through initiatives such as enhanced communications and accessibility for the residents of Labrador and the elaboration of the Aboriginal Consultation Policy. The measure and indicators that will assist both the entity and the public in monitoring and measuring success are noted below.

Mission Statement

By March 31, 2017, the Labrador and Aboriginal Affairs Office will have sought to advance the social and economic development of Labrador and Aboriginal people in the Province

Measure:

Sought to advance the social and economic development of Labrador and Aboriginal people in the province.

Indicators:

Promoted the unique interests of residents of Labrador and Aboriginal people through collaboration with provincial departments and agencies;

Lobbied for federal investment and policies that reflects the needs and opportunities in Labrador communities and of Aboriginal people;

Provided input into horizontal policy initiatives and Provincial Government policy in relation to the above noted interests;

Within the Office's mandate contributed to progress in the development of agreements concerning Labrador or Aboriginal interests, including land claims, self-government and devolution agreements through active negotiations, with progression shown through key benchmarks; and,

Developed Aboriginal policy documents; including the elaboration of the Aboriginal Consultation Policy.

Traditional Mi'kmaq Regalia, Conne River Pow Wow

Issues:

In consideration of Government's strategic directions to enhance economic and social development in Labrador and strengthen relations with Aboriginal people, governments and organizations, and the mandate and financial resources of LAAO, the following issues have been identified as the key priorities of the Minister for the next three years. The goals identified for each issue reflect the results expected in the three-year timeframe, while the objectives provide an annual focus. Measures and indicators are provided for both the goal and the first year's objective to assist both LAAO and the public in monitoring and evaluating success. Measures and indicators for subsequent years will be identified in the LAAO's annual reports.

Residents of Labrador and people of Aboriginal descent have unique needs resulting from historic, social, cultural and geographic factors. Advancement of these issues requires effective relationships with the residents of Labrador and their organizations, Aboriginal people and their governments and organizations, and the Federal Government. These relationships are enhanced by effective communications and consultations. As a result, of such communication and consultations Provincial Government policy will more effectively reflect the interests and perspectives of residents of Labrador and the Aboriginal people of the province.

Crucial to unlocking the resource rich potential of Labrador and advancing the interests of Aboriginal people is provincial engagement in appropriate collaborations and consultations with Aboriginal governments / organizations and other organizations regarding resource development in Labrador; and, negotiating, concluding, and implementing self-government, land claims, and other agreements. This is particularly important, where the resource potential of Labrador overlaps with areas of Aboriginal

interests as the plight of other major developments in other regions with such interests has demonstrated.

Therefore the issues addressed in this plan are:

1. Support the economic and social development of Labrador and Aboriginal people;

2. Advance for consideration and increase awareness of the unique perspectives of residents of Labrador and Aboriginal people; and,

3. Ensure the Provincial Government discharges any Aboriginal Consultation duty that it may owe.

Issue 1- Support the economic and social development of Labrador and Aboriginal people

Economic and social development of Labrador and Aboriginal people is a strategic direction of Government. Resource development activities that are occurring in several areas of Labrador may have impacts on Provincial Government programs, services and infrastructure aimed at addressing the economic and social needs of residents of Labrador and Aboriginal people. Existing transportation links, health and education, housing, unique social needs and regulatory regimes may be impacted. LAAO provides input on Government policy, programs and services that consider impacts from these resource development activities. Additionally, LAAO participates in the negotiation and implementation of land claims and self-government agreements with Aboriginal governments / organizations. This is particularly important, where the resource potential of Labrador overlaps with areas of asserted Aboriginal claims, as resource development activity requires discharging any applicable Aboriginal Duty to Consult, and facilitating meeting Government's obligations under any agreement to which Government is a party in relation to Labrador or Aboriginal interests. LAAO also supports the development of Provincial Government policy, programs and services by considering the perspectives of Aboriginal people. LAAO will support and provide input into processes to work towards ensuring Provincial Government policy, programs and services consider the special perspectives of residents of Labrador and the unique interests of Aboriginal people.

Goal A1

By March 31, 2017, LAAO will have promoted sustainable development by considering impacts of major resource developments on communities in Labrador and on Aboriginal people.

Goal Measure

Considered the impacts of major resource developments on communities in Labrador and on Aboriginal people.

Goal Indicators

- Provided input on Labrador and Aboriginal perspectives on major developments;
- Supported Government consultations to enable Labrador and Aboriginal perspectives to be considered on resource development in Labrador,
- Implemented the provincial Aboriginal Consultation Policy; and,
- Provided advice or other facilitation, or taken action to meet Government's obligations in the noted agreements.

Objective A1.1

By March 31, 2015, LAAO will have promoted sustainable development by considering impacts of major resource development on communities in Labrador and on Aboriginal people.

Objective Measure

Promoted sustainable development by considering impacts of major resource development on communities in Labrador and on Aboriginal people.

Objective Indicators

- Monitored the economic and social development initiatives for Labrador and Aboriginal people via such forums as Northern Ministers Development Forum, Northern lights, Centre for the North and Expo Labrador;
- Supported committees that address impacts of major projects on Labrador and Aboriginal communities such as Senior Officials Working Group on Lower Churchill Impacts on the Town of Happy Valley-Goose Bay and Labrador West Regional Task Force;
- Provided input on environmental assessments, particularly integrating any needed Aboriginal consultations into environmental assessments and post environmental assessment permitting;
- Advocated for federal investment and policies that are reflective of the economic and social needs and opportunities for Labrador and Aboriginal people;
- Consulted and collaborated with Provincial Government departments/entities to advance economic and social development for Labrador and Aboriginal people such as to increase public infrastructure and sustainable major resource developments in Labrador; and,
- Provided advice to departments regarding consultations with Aboriginal governments / organizations and residents of Labrador on resource development in Labrador.

Objective A1.2

By March 31, 2016, LAAO will have continued to promote sustainable development by considering impacts of major resource developments on communities in Labrador and on Aboriginal people.

Objective A1.3

By March 31, 2017, LAAO will have further promoted sustainable development by considering impacts of major resource developments on communities in Labrador and on Aboriginal people.

Goal B1

By March 31, 2017, LAAO will have progressed relations with Aboriginal people through participation in the negotiation and implementation of land claim, self-government and other agreements .

Goal Measure

Participate in the negotiation and implementation land claim, self-government and other agreements with Aboriginal people.

Goal Indicators

- Strived to complete land claims and self-government agreements with Innu Nation and the Miawpukek First Nation;
- Supported devolution agreements with Aboriginal governments / organizations in the province and the Federal Government on appropriate provincial programs and services; and,
- Continued to implement the Labrador Inuit Land Claims Agreement.

Objective B2.1

By March 31, 2015, LAAO will have participated in negotiation and implementation of land claims, self-government and other agreements with Aboriginal people.

Objective Measure

Participation in the negotiation and implementation land claim, self-government and other agreements with Aboriginal people.

Objective Indicators

- Worked towards a final land claims agreement and implementation plan with Innu Nation and the Federal Government and a final self-government agreement and implementation plan with the Miawpukek First Nation and the Federal Government;
- Strived to achieve devolution agreements with Innu Nation and the Federal Government on Income Support;
- Strived to achieve agreement with Innu Nation, the Miawpukek First Nation and the Federal Government on an Enhanced Prevention Framework;
- Advocated for the Federal Government to make a decision regarding the land claim of the NunatuKavut Community Council, Inc. and continued to encourage the Federal Government to provide access to federal programs and services to all Aboriginal people in the province to which they are entitled;
- Worked towards the renewal of agreements associated with the Labrador Inuit Land Claims Agreement and implementation plan and on a land use plan for the Labrador Inuit Settlement Area;
- Participated in the Innu Round Table, an Innu-led initiative that includes the Province and the Federal Government and focuses on health and healing in the Innu communities; and,
- Developed policy documents including an Aboriginal Foundational Document and a Land Claims and Self-Government Implementation Policy.

Objective B2.2

By March 31, 2016, LAAO will have continued to participate in negotiations and implementations of land claims, self-government and other agreements with Aboriginal people.

Objective B2.3

By March 31, 2017, LAAO will have supported negotiations and implementations of land claims, self-government and other agreements with Aboriginal people.

Abandoned Trappers Tilt in Labrador Interior

Issue 2 - Increase awareness of the unique perspectives of residents of Labrador and Aboriginal people

Residents of Labrador and people of Aboriginal descent have unique needs resulting from historic, social, cultural and geographic factors. Government policy and programs that do not reflect these needs may not be effective to residents of Labrador and Aboriginal people of the province. The vision and mission of LAAO are to ensure that Provincial Government policies and programs are appropriately adapted or modified to account for these unique needs. To ensure these needs are reflected in Provincial Government policy and programs it is necessary to communicate and promote perspectives of

Labrador residents and Aboriginal people to Government departments/entities and to the general public.

Goal 2

By March 31, 2017, LAAO will have worked to increase awareness of the unique perspectives of residents of Labrador and Aboriginal people in Government policy and programs.

Goal Measure

Worked to increased awareness of the unique perspectives of residents of Labrador and Aboriginal people in the provisions of these perspectives in Government policy and programs.

Goal Indicators

- Communicated the unique perspectives of residents of Labrador and Aboriginal people to Government department/entities; and,
- Communicated the unique perspectives of residents of Labrador and Aboriginal people to the general public.

Objective 2.1

By March 31, 2015, LAAO will have promoted the unique perspectives of residents of Labrador and Aboriginal people.

Objective Measure

Promoted the unique perspectives of residents of Labrador and Aboriginal people.

Objective Indicators

- Conducted an evaluation of the Labrador Transportation Grooming Subsidy Program which addresses the unique needs of residents living in Labrador's isolated communities;
- Provided advice to departments/entities regarding unique perspectives of residents of Labrador and Aboriginal people;
- Promoted or presented at annual forums such as: Combined Councils of Labrador, Northern Development Ministers Forum, and the Aboriginal Affairs Working Group; and,
- Supported community/Provincial Government committees such as the Labrador West Regional Taskforce.

Objective 2.2

By March 31, 2016, LAAO will have continued to promote the unique perspectives of residents of Labrador and Aboriginal people in Government policy and programs.

Objective 2.3

By March 31, 2017, LAAO will have further promoted the unique perspectives of residents of Labrador and Aboriginal people in Government Policy and programs.

Issue 3 - Support Departments and agencies in the discharge of any duty to consult Aboriginal governments / organizations that may arise.

The Labrador and Aboriginal Affairs Office works with provincial departments and agencies to ensure that the Aboriginal Consultation Policy is implemented. LAAO and the province via this Policy aim to maintain foster and improve effective working relationships among Aboriginal governments / organizations, project proponents and the province. Government's Aboriginal Consultation Process intends to produce increased communication, stronger relationships and easier resolution of issues among project proponents, Aboriginal governments/organizations and the province.

Goal 3

By March 31, 2017, LAAO will have implemented actions related to the development and application of Aboriginal consultation guidelines and processes to assist departments and agencies in the discharge of any duty to consult Aboriginal governments / organizations that may arise.

Goal Measure

Implemented actions related to the development and application of the Aboriginal consultation guidelines.

Goal Indicators

- Promoted the Aboriginal Consultation Policy to Government departments/entities;
- Supported completion of project specific guidelines;
- Supported implementation of project specific guidelines; and,
- Advised departments/entities on Consultation obligations with Aboriginal governments / organizations.

Objective 3.1

By March 31, 2015, LAAO will have developed guidelines and processes to assist departments and agencies in the discharge of any duty to consult Aboriginal governments / organizations that may arise

Objective Measure

Supported the development of guidelines and processes.

Objective Indicators

- Supported the completion of project specific and model Aboriginal consultation guidelines;
- Provided advice to departments regarding consultation obligations with Aboriginal governments / organizations; and,
- Supported implementation of the policy and guidelines.

Objective 3.2

By March 31, 2016, LAAO will have continued to develop guidelines and processes to assist departments and agencies in the discharge of any duty to consult Aboriginal governments / organizations that may arise.

Objective 3.3

By March 31, 2017, LAAO will have further developed guidelines and processes to assist departments and agencies in the discharge of any duty to consult Aboriginal governments / organizations that may arise.

Pinware River, Labrador

Appendix A: Strategic Directions

Strategic Directions are the articulation of desired physical, social or economic outcomes and normally require action by more than one Government entity. These directions are generally communicated by Government through platform documents, Throne and Budget Speeches, policy documents, and other communiqués. The *Transparency and Accountability Act* requires departments and public bodies to take into account these strategic directions in the preparation of their performance-based plans. This action will facilitate the integration of planning practices across Government and will ensure that all entities are moving forward on key commitments.

The strategic directions related to LAAO are provided below. Each strategic direction is comprised of a number of components, or focus areas. These focus areas will be addressed through the various planning processes of LAAO. As indicated in the table below, some have been addressed in this business plan while others are addressed in the operational planning processes.

These outcomes support policy direction of the Provincial Government as outlined in such documents as the LAAO's Mandate, Speeches from the Throne, News Releases, Ministerial Statements and the New Energy platform.

Title: Economic and social development in Labrador

Outcome: Enhanced economic and social development in Labrador

The Labrador and Aboriginal Affairs Office is responsible for ensuring that Provincial Government commitments in Labrador are monitored and completed. LAAO is responsible for monitoring progress made on the completion of these commitments. This responsibility requires systematic intervention by LAAO in the areas of:

- Accessibility for the residents of Labrador;
- Communications;
- Labrador stakeholder collaboration;
- Economic and social development; and,
- Provincial Government policy, programs and services reflecting Labrador interests.

Components of Strategic Direction	This Direction is addressed in the Office's:		
	Business Plan	Operational Plan	Branch/ Divisional work plans
Accessibility for the residents of Labrador	X		
Communications	X		
Labrador stakeholder collaboration	X		
Economic and social development	X		
Provincial Government policy, programs and services reflecting Labrador interests	X		

Title: **Aboriginal Relationships**

Outcome: **Strengthened relations with Aboriginal people, governments and organizations.**

Using the vision of the Labrador and Aboriginal Affairs Office, the office aims to address questions of asserted Aboriginal rights in the province, establish effective relationships with the Aboriginal people and governments / organizations in the province, and improve the social and economic well-being of Aboriginal people in the province.

Fulfillment of the strategic direction requires systematic intervention by LAAO through the following components:

- Guidelines for the Aboriginal Consultation Policy;

- Negotiation and implementation of land claims, self-government and other Agreements;
- Implementation policy;
- Land use plan for the Labrador Inuit Settlement Area; and
- Provincial Government policy, programs and services reflecting Aboriginal interests.

Components of Strategic Direction	This Direction is addressed in the Office's:		
	Business Plan	Operational Plan	Branch/ Divisional Work Plans
Guidelines for the Aboriginal Consultation Policy	X		
Negotiation and implementation of Land Claims, Self-Government and other Agreements	X		
Implementation policy	X		
Land use plan for the Labrador Inuit Settlement Area	X		
Provincial Government policy, programs and services reflecting Aboriginal interests	X		

Labrador and Aboriginal Affairs